



DISTRICT OF COLUMBIA
OFFICE OF THE INSPECTOR GENERAL

REPORT OF INSPECTION

**D.C. DEPARTMENT OF MOTOR
VEHICLES**

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Inspector General

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Department of Motor Vehicles

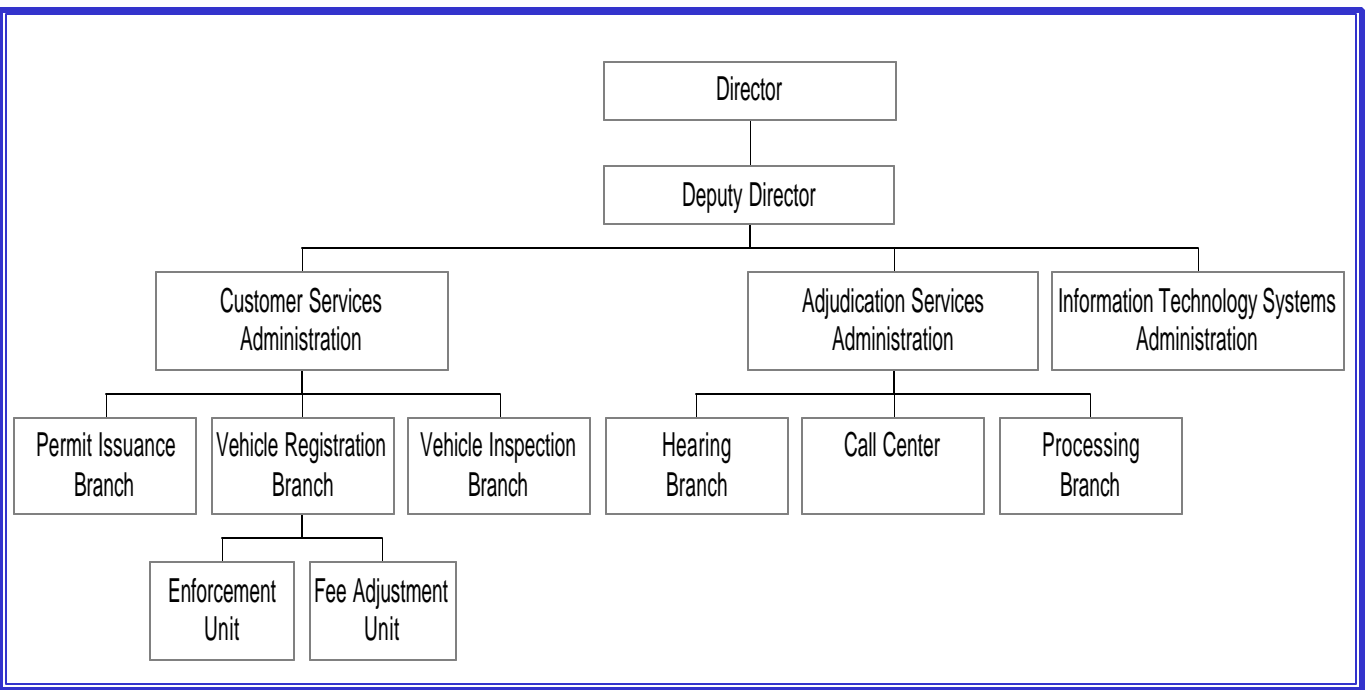
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D.C. Department of Motor Vehicles



EXECUTIVE SUMMARY

The Inspections and Evaluations team of the Office of the Inspector General (OIG) conducted an inspection of the District of Columbia (District) Department of Motor Vehicles (DMV) from September to December 1999. Although basic day-to-day DMV functions were being performed adequately, the OIG team found significant deficiencies in all inspected areas of DMV, particularly in management, computer systems, and staffing.

Problem Managers. Senior management below the Director has not effectively communicated to middle managers the performance requirements and standards necessary to make the significant improvements that DMV must make. Managers have neither taken action on nor informed senior management promptly and sufficiently about serious operational problems such as lax computer system checks for problem drivers, improper issuance of school bus driver licenses, and backlogs in the revocation and suspension of driver's licenses. Some managers appear to lack basic knowledge about their areas of responsibility. Many seem unmotivated, unskilled in effective management techniques, and unqualified for the positions and responsibilities they hold. These management problems are having a negative effect on all DMV operations, particularly those involving driver qualifications and customer service.

Deficient Computer Operations. The team found DMV's computer operations inadequate, deficient and poorly managed. Consequently, critical processes that rely on an efficient computer system with up-to-date information are performed sporadically or not at all. One of the most significant examples of a problem process is the inconsistency in checking driving records to detect problem drivers. There is a real possibility that a DMV failure in this area again may contribute to the endangerment of citizens as happened in fatal accidents involving Willie Curry and Shane DeLeon.

Curry ran a stop light while driving a dump truck which collided with one vehicle, then overturned on another vehicle killing the driver. According to DMV's own investigation of the case, Curry had been inappropriately issued a Commercial Drivers License and a work-restricted license, in part

because of a chronically malfunctioning computer system with outdated and incomplete information. The 1997 DMV report noted that the license expiration date field in the system “has not worked in about two years.”

DeLeon was issued a District drivers’ license even though his Maryland license had been suspended and he had dutifully reported this fact to DMV. DMV could not access information on DeLeon’s suspension because it had not acquired access to the Problem Driver Pointer System (PDPS), a regional database that identifies drivers with serious moving violations. After receiving his District license from DMV, DeLeon was involved in a hit-and-run accident in January 1999 that killed an American University student.

The inspection team was told that DMV computer programs and equipment are outdated and often inoperable. The past and current performance of computer system contractors was widely criticized by employees, and serious concerns were expressed about contracts that appear disadvantageous to DMV and to the city. The inspection team concludes that there must be immediate and significant improvement in the quality, reliability and performance of DMV’s computer systems; in the training and supervision of system users, and in the management oversight of all computer operations, contractor performance, Requests for Proposals, and contract administration.

Inadequate Staffing and Time and Attendance Problems.

Throughout DMV, the team was told of operational problems attributable to insufficient staffing. There have been large backlogs in processing and inputting revocation and suspension information into the computer system. Consequently, a police officer who stops a problem driver whose license should be suspended or revoked will not have access to that information. There are inordinate delays in customer service at all DMV locations because supervisors have too few employees for the large volume of customers. Time and attendance problems frequently force some supervisors to fill in for clerical employees who have a history of unscheduled annual leave.

The inspection team found numerous aspects of day-to-day operations that create opportunities for fraud, waste, and abuse, particularly in areas dispensing licensing and registration instruments. Physical security for employees and customers is deficient at several facilities. Throughout the

inspection, the team often had the impression that in most components, no one was willing to assume professional responsibility for getting the job done. A complete list of the report's 54 findings and 92 recommendations is at Appendix 1.

INTRODUCTION

Background

The inspection of the Department of Motor Vehicles (DMV) was directed by the Inspector General (IG) following discussions in August 1999 with newly appointed Director Sherryl Hobbs-Newman (D/DMV). D/DMV asked the IG to make an independent assessment of the strengths and weaknesses of DMV, and to provide recommendations that could assist DMV management in increasing the efficiency and effectiveness of DMV operations.

DMV was established in June 1998 by City Council legislation¹ that transferred responsibility for managing and regulating all aspects of motor vehicle operations and drivers in the District from the Department of Public Works (DPW) to a new Department of Motor Vehicles. Sections 40-155(a) of the D.C. Code provides as follows:

All positions, personnel, property, records, and unexpended balances of appropriations, allocations, and other funds available or to be made available to the Department of Public works for the vehicle and driver licensing, registration, and control functions set out in Reorganization Plan No. 4 of 1983, effective March 1, 1984, are hereby transferred to the Department of Motor Vehicles.

According to DMV managers, however, the new department was created without accompanying human resource and other support or budgetary mechanisms. They stated that a number of DPW managers with experience in motor vehicle operations were not transferred to the new DMV, and cite this and a lack of sufficient funding being transferred from DPW as reasons for many of the operational deficiencies cited in this report. This issue was not further explored by the inspection team because of time and resource limitations.

¹ D.C. Act 12-399, Section 1822, Establishment of the Department of Motor Vehicles.

Henry Lightfoot was appointed Acting Director of the new DMV in October 1998 and served until the appointment of Hobbs-Newman in July 1999. Lightfoot now serves as Deputy Director.

DMV has 263 employees serving at 6 locations within the city: 301 C Street, N.W., 65 K Street, N.E., 616 H Street, N.E., a road test facility on Brentwood Road NE, a vehicle inspection station at Half Street, S.W., and the commercial vehicle road testing site at 2350 South Capitol Street, S.E.

Scope and Methodology

The Office of the Inspector General Inspections and Evaluations (I&E) team met with D/DMV on September 8, 1999. D/DMV stated that there were indications of problems in a number of areas, including the handling of DMV “instruments” such as vehicle tags, licenses, stickers and registration documents; the processing of tickets issued for parking and moving violations and the ticket adjudication process; and the issuance and handling of temporary tags for new and used automobiles.

The inspection began on September 20, 1999 and concluded on December 15, 1999. It evaluated the effectiveness of DMV management and key operations as measured against industry best practices and generally recognized customer service standards. Also evaluated were the quality of the work environment; the tools and training available to employees to ensure good productivity and quality of work; the views of users regarding the quality and efficiency of the principal computer systems; and DMV’s adherence to laws, regulations and policies. The team conducted 50 interviews, directly observed major work processes, and inspected work areas and facilities. The team did not inspect DMV’s vehicle inspection operations because of limited resources. That branch will be inspected at a future date.

Management Alert Reports (MAR)² were provided to D/DMV during the inspection when the team became aware of matters believed to require immediate attention. At the mid-point of the inspection, an interim report was

² The Office of the Inspector General provides Management Alert Reports when the Inspector General believes a matter requires the immediate attention of an agency head.

delivered to D/DMV so that she would be kept abreast of significant findings and the preliminary recommendations of the team.

Numerous documents and publications were requested and were reviewed if received, but often there was no response from DMV officials to the team's requests.

DMV MANAGEMENT AND SUPERVISION

1. **The director of DMV does not have a consolidated and responsive management team.**

The team believes that the director of DMV (D/DMV) has thus far not developed a strong, cohesive management team that is responsive to her expressed intent to improve the full range of DMV operations and services. She is not receiving prompt, accurate information about significant operational issues affecting her management and leadership of DMV. DMV managers have not made D/DMV sufficiently aware of serious problems in regulating motor vehicle operations concerning safety and legal issues, information technology, personnel management, security, and other matters. In addition, D/DMV does not appear to have developed a means to stay abreast of these matters independent of her subordinate managers. Many improper practices and operational deficiencies have existed prior to and during her tenure, apparently without her knowledge. As evidenced by her request for this inspection, however, she clearly has not been totally in the dark regarding her department's problems and has a number of concerns about the efficiency of DMV and the effectiveness of her management staff.

D/DMV noted that at its creation and beyond, DMV had to rely on receiving its human and other resources from the Department of Public Works (DPW). A number of employees with experience and expertise in the former DPW Bureau of Motor Vehicles were not transferred to the new DMV as should have happened according to the legislation. D/DMV, as well as her subordinate managers, stated that funding for general operations, office equipment and supplies also have been tied to DPW and have been insufficient.

The inspection team found D/DMV highly articulate, motivated, and enthusiastic. She has overseen development of a comprehensive operational improvement plan that covers the entire department and has assigned specific actions to specific managers. She stated that she has spent time in most DMV areas to observe activities and talk to employees so that she can become familiar with operations at all levels of the organization. During this first six months of her DMV leadership, however, she has not been successful in energizing her subordinate managers to perform at a level of motivation and enthusiasm for improving DMV operations similar to her

own. Consequently, they are not informing, not taking action, not supporting, and not delivering the management product for which they are being paid and which she must have in order for DMV to be a successfully functioning District agency.

Recommendations:

a. That D/DMV establish a written, routine (e.g. weekly) reporting process for managers to keep her and her deputy informed of developments within their respective areas of responsibility. This report should provide a forum for managers to notify senior management of any problems (backlogs, customer service problems, etc.) and how they plan to solve them. This written record will provide a method of documenting problems and solutions, who was informed about them, when they were informed and by whom.

Agree _____ **X** _____ Disagree _____

DMV Comments: *A weekly report has been developed which updates the Executive on performance in all areas. The report includes production figures from various areas, inventories, and issues pertaining to personnel, operations, and management. The report will be submitted to the Chief of Staff on a weekly basis, and then used for discussion and the determination of actions at the weekly staff meetings.*

b. That D/DMV immediately (a) direct the updating of job descriptions for each manager; and (b) establish and promulgate in writing baseline performance standards for all managers in their respective positions, including her most senior managers.

Agree _____ **X** _____ Disagree _____

DMV Comments: *The D/DMV is currently overseeing the realignment of the entire agency. This realignment includes the creation of all new management positions, with corresponding position descriptions. Based on the new PDs and job assignments, all managers will be given performance contracts which will clearly outline their areas of responsibility, as well as their span of control and the expected outcomes for the area they are managing. They will receive quarterly*

informal reviews, with semiannual evaluations to DCOP. [D.C. Office of Personnel]

c. That D/DMV take vigorous and decisive action to hold all DMV managers and supervisors accountable for the quality of their performances, the fulfillment of their responsibilities, and the amount of initiative taken, regardless of the positions they hold.

Agree_____ X _____ Disagree_____

DMV Comments: *All DC DMV managers will be given performance contracts that will hold them accountable for all actions related to their areas of responsibility. Currently, all senior managers have been issued their contracts.*

d. That D/DMV ensure that she has the resources and management tools necessary to make DMV a professional organization performing at levels comparable to other DMV's across the country. *It is particularly important that D/DMV reassign or remove from service expeditiously employees who are demonstrably not meeting promulgated performance standards.*

Agree_____ X _____ Disagree_____

DMV Comments: *There will be temporary changes in the management structure immediately, with permanent changes once the realignment is approved. All management positions will be subject to competitive selection.*

e. That by a date to be specified, D/DMV hold a "town hall" meeting with all employees to make clear the mission of DMV and her expectations of herself as the head of the agency and of all employees; to explain her leadership and managerial role; and to address employee concerns and questions. There are significant tardiness, absenteeism, and poor performance issues that must be addressed by DMV leadership to all employees directly and unequivocally.

Agree_____ X _____ Disagree_____

DMV Comments: *A town hall meeting will be scheduled with all DC DMV staff in March to discuss the direction of the agency and the changes that will occur. This is a follow-up to the initial brown bag meetings with all staff in August, and the monthly meetings since September. The union will be asked to participate, and the staff will be briefed with informational material on strategic plans and action items.*

f. That by a date to be specified, D/DMV hold a similar meeting with her senior and middle managers with a focus on eliciting their ideas and input for accelerating the pace of reform and improvement of DMV operations.

Agree_____ Disagree_____ X_____

DMV Comments: *D/DMV has already held two retreats with senior managers, and two sessions with supervisors. These sessions were the basis for the establishment of the new strategic plan and corresponding action items. Meetings will be held on a regular basis as the plans progress.*

2. **Managers and supervisors work hard but not smart. Many appear to lack sufficient managerial skills and leadership ability to perform effectively.**

Most DMV employees spoken to and observed by the team were working hard. Many are clearly dedicated to making DMV a successful District agency. First-line supervisors do not hesitate to fill in the gaps when staffing is short or when something needs to be done. In fact, and unfortunately, some supervisors spend more time doing the tasks that should be performed by subordinates than supervising those subordinates and looking beyond the crisis of the moment. As one employee put it, supervisors feel compelled to put out fires rather than directing their subordinates to do it.

The inspection found that DMV senior and middle managers and first-line supervisors often do not delegate; do not have sufficient knowledge and control of DMV operations; do not consistently demonstrate initiative and creativity to recognize and solve problems; are deficient in personnel

management skills; and do not exercise the leadership demanded by their positions and responsibilities. On a number of occasions, the inspection team called the attention of managers and supervisors to problems and deficiencies they seemed to be unaware of or had made only meager efforts to correct. Managers and supervisors had not developed short-term solutions to immediate problems while continuing to work on long-term fixes. When the problems detailed in this report were being discussed with them, few expressed significant concern or indicated that they had been working to find solutions. Senior employees with significant responsibility for regulating motor vehicle operations and enforcing policies and procedures are not ensuring adherence to District laws, and in some instances are not using common sense. First-line supervisors complained about tardy, absent, uncooperative, and unproductive employees, but could not cite any actions they were taking to correct the problems.

Recommendation:

That D/DMV, by a date to be specified and using generally accepted professional standards, complete assessments of the managerial competencies and leadership qualities of each employee in a management or supervisory position based on past and current performance. The goal is to determine the requirements for remedial training and counseling, and to take other actions to eliminate performance deficiencies in this group of employees.

Agree X Disagree

DMV Comments: *PriceWaterhouseCooper has done Management assessments, and training plans have been developed for the newly created management positions. Once the candidates have been selected, their individual plans will be set, and training will be given as needed. In addition, management assessments will be conducted as part of the institution of the Management Supervisory Service (MSS).*

3. **There is a serious deficiency in management control over basic internal and external communication processes.**

DMV managers were unresponsive to most oral and written requests for information and to official correspondence from the Inspector General (IG). A number of referral letters requiring responses have been sent from the OIG Investigations Division to DMV but have not been answered. DMV has responded to only one of several Management Alert Reports (MARs) sent to D/DMV by the IG between October 8, 1999 and November 19, 1999 (Appendix 2). The inspection team's practice was to fax an advance copy of a MAR, then promptly deliver the original by hand. For example, a MAR concerning DMV's new contract with a computer system provider was faxed and delivered to D/DMV's office on November 19. As of this writing, no written response has been received. Following a number of inquiries to DMV seeking responses to OIG MARs, a senior manager stated on December 22 that the MARs sent by OIG could not be found and asked that they be re-sent. Other requests for a variety of information from managers and supervisors, particularly for copies of policies and procedures, met with incomplete responses or no responses at all. Telephone calls to managers frequently went unanswered and messages left were not responded to.

Recommendation:

That D/DMV immediately establish procedures in her front office and throughout DMV intended to ensure prompt transmittal and receipt of internal and external operational information, and that action on correspondence is taken promptly where action is required. Those responsible for the flow of information and correspondence should be identified by name or position and held accountable.

Agree_____ X _____ Disagree_____

DMV Comments: Effective immediately, the Executive Assistant to the D/DMV will work with the Chief of Staff to create a tracking system that identifies all correspondence and assignments from D/DMV to managers, and all requests into the D/DMV's office. The report will be monitored by the Chief of Staff, and a weekly status report will be available to D/DMV for review.

4. **Employees are not receiving annual performance evaluations as required by the District Personnel Manual (DPM).**

The team was told repeatedly during numerous interviews with employees that they had not received performance evaluations in the past few years. Many employees were uncertain as to when they had received their last evaluation but stated it had been "years." The team requested but was unable to obtain performance evaluations on any employees. Managers and supervisors interviewed also had not received evaluations from their superiors. In accordance with the DPM, Chapter 14, it is District policy that the work performance of every employee be carefully evaluated periodically. Employees are to be rated for the period that begins on April 1 of each year and ends on March 31 of the following year.

Recommendations:

a. That D/DMV direct managers and supervisors to comply with the DPM, Chapter 14, regarding the requirement that employees receive yearly performance evaluations. Evaluations that are past due should be done promptly and delivered to the Office of Personnel.

Agree_____ Disagree_____ X_____

DMV Comments: According to DCOP, evaluations that were due for the last rating period will no longer be accepted. They have said that we can submit them, but they will not do anything with them. Based on this, the fact that evaluations have not been done in some cases for more than one period, and the management changes that have occurred during the period, we will not attempt to reconstruct the evaluation period. We will closely adhere to the new evaluation period ending March 2000, to ensure that all evaluations are on schedule.

b. That DMV management institute as part of the performance evaluation process, periodic counseling and discussions with subordinates on such things as performance standards, professional and personal goals, and the skills and training needed to progress in their assigned areas.

Agree_____ X_____ Disagree_____

DMV Comments: *All DC DMV staff will receive some form of performance agreement which will allow for initial discussion of job assignment and scope of work, training needs, job enrichment and career movement. In addition, there will be predefined consultation periods for assessment and determination of performance.*

5. **There are significant deficiencies in the cross training of employees in some areas. This inhibits management flexibility to redirect resources.**

The team found situations where employees performing similar functions were not cross-trained to fill in for absent co-workers or assist in areas with heavier workloads. This was particularly true in the Customer Service Administration where Permit Clerks were not trained or equipped to handle Registration Clerk duties and vice versa. Managers and supervisors must be able to make maximum use of all available resources at all times.

Recommendation:

That all administrators ensure that wherever possible employees are cross-trained so they can be reassigned as necessary to meet changing work requirements.

Agree X Disagree

DMV Comments: *Cross training will be conducted for staff within the Customer Service Administration, specifically the staff in Permits and Registration. The training will occur after the refresher training has been completed, sometime in early fall 2000.*

6. **The team requested copies of policies and procedures for various operations but was told that they were outdated and not being used, or that none existed.**

Recommendation:

That D/DMV direct all Administrators to oversee the creation, updating, and promulgating of written policies and procedures for all significant day-to-day DMV operations.

Agree_____ X _____ Disagree_____

DMV Comments: *Policies and procedures exist in a 12-volume binder set in the conference room of the D/DMV. These include keystroke level training. However, much of the policy information is outdated and has not been disseminated to staff or managers. Many agency policies have been updated, and are now in more user-friendly reference aides, such as desk guides, an Intranet, and a policy manual. Keystroke procedures remain the same, and will be updated once the new MVIS system is ready.*

7. Management involvement in and oversight of contracts and services provided by contractors appear to be minimal. Consequently, there are strong indications that DMV and the District Government are not getting what they are paying for in the Information Technology (IT) area.

DMV employees reported widespread problems in the area of computer operations and contractor services. When questioned on these issues by the team, DMV managers, who should have a vested interest in the selection process, contracts, and performance of IT vendors and in DMV user satisfaction, appeared to be uninvolved and uninformed. There is no single employee or group whose principal focus is monitoring all DMV contracts from start to finish. The DMV Quality Program Manager appears to focus primarily on operations provided by the current contractor for the Ticket Information Management System (TIMS). Specific problems with the contract and services provided by this contractor are addressed elsewhere in this report.

There are at least eleven different contracts connected to the current Motor Vehicle Information System (MVIS), but there is no discernible management oversight of them. The Acting Information Technology Systems Administrator appears to be fully engaged in the day-to-day crisis management or recurring problems with MVIS. The team also has concerns

about aspects of the vendor selection process and upcoming contracts to upgrade MVIS. DMV management continues to state that it plans to have the upgraded system installed and operational by December 2000. However, the Request For Proposal was not issued until October 1999, and responses were not received until late November 1999. The team does not believe that a system of such complexity and magnitude can be carefully planned and developed, thoroughly evaluated, and then perform as required in such a short time frame. We are concerned that in order to meet an unrealistic deadline, DMV may select vendors and enter into contracts before it has been independently confirmed that all system requirements are clearly defined and documented. There must be guarantees of product, performance, and timing, and the financial interests of DMV and the District Government must be protected.

Recommendations:

a. That D/DMV become directly involved in the MVIS and TIMS upgrades, and that she immediately designate one or more senior managers to focus specifically on the upgrade plans, vendor selection, and contracts. D/DMV should be provided with accurate, up-to-date information about all significant details of major computer system matters.

Agree_____ X _____ Disagree_____

DMV Comments: *D/DMV is actively involved in the upgrades on both systems, and has held meetings to discuss the TIMS contract with the vendor. A Program Manager will be assigned to each project once requested agency funding has been allocated for the balance of FY 2000 and FY 2001.*

b. That D/DMV establish a unit with the experience and expertise to oversee all DMV contractor operations and ensure that she and her managers know everything they need to know to protect the interests of the District Government and D.C. taxpayers.

Agree_____ X _____ Disagree_____

DMV Comments: *DC DMV is awaiting the determination and allocation of reserve monies, which are to fund an Internal Audit unit. The primary function of this unit will be to monitor all contracts within the agency. This unit has also been requested in the FY 2001 realignment for DC DMV.*

CUSTOMER SERVICES ADMINISTRATION

The Customer Services Administration titles and registers new and used motor vehicles and trailers; issues special tags and permits; enforces activities relating to automobile dealers and vehicle inspection facilities; licenses vehicle operators; provides all services which pertain to the issuance of driver permits and licensing; and processes and maintains records of suspensions and revocations.

Permit Issuance Branch

The Permit Issuance Branch administers drivers' tests, issues regular drivers' licenses and learner's permits; issues commercial drivers' licenses, non-drivers identification cards, and has a medical review and drivers records department.

1. The Problem Driver Pointer System (PDPS) was not being checked for each applicant applying for a driver's license.

The driving history of everyone applying for a District learner's permit and/or drivers license should be checked through the Problem Driver Pointer System (PDPS) database. The PDPS is a federally regulated nationwide program with information on moving violations in all 50 states. If a driver has an open suspension or revocation in another state, a District license should not be issued until the driver presents a clearance letter from the department of motor vehicles in that state. Computers at each workstation in the Permit Issuance Branch are used to access both the Motor Vehicle Information System (MVIS) for checks of both local driving history and PDPS. In order to check the PDPS national database, however, clerks previously closed MVIS and logged onto PDPS using the same terminal. When this was done, however, the system consistently shut down, resulting in many clerks simply issuing licenses and learners permits without checking PDPS.

In October 1999, the Inspector General sent a Management Alert Report (MAR) to DMV regarding the inconsistent use of PDPS (Appendix 2) to check driving histories. In reaction to the MAR, DMV set up three workstations in a separate room dedicated to searching PDPS. Using dedicated workstations eliminated the access problems encountered on the

multi-use terminals. On three occasions during later observations, however, inspectors found the PDPS room closed due to staff shortages. Permit clerks were told by supervisors to check all customers in the PDPS database using the same computers for MVIS. The same computer problems described above occurred, however, resulting in customer wait times of 3 to 4 hours. On one occasion, a supervisor stated that they were too busy to notify the Information Technology Administrator about these problems, so they were not addressed immediately.

Recommendation:

That the Customer Service Administrator ensure that there are sufficient staffing and working terminals available at all times so that PDPS driver history checks can be done on every applicant without inordinate delays.

Agree _____ X _____ Disagree _____

DMV Comments: ***PDPS is now available on all terminals. However, there is still an issue of slow performance from the PDPS source. To ensure timely delivery of services, we will maintain the Customer Care Unit as a backup for PDPS verifications.***

2. There is a significant backlog in entering drivers license revocations and suspensions into the Motor Vehicle Information System (MVIS). This allows problem drivers to continue driving without detection.

As of November 10, 1999, 3,000 revocations and 12,500 suspensions had not been processed into the MVIS database. This means that at that time, as many as 15,000 drivers who should not have had driving privileges could continue to drive on District streets without traffic authorities having any method of identifying them. Processing and data input were the responsibility of the 12-member Driver Record Rehabilitation and Improvement Branch (DRRIB). DRRIB also has customer service responsibilities that further strain resources. Recently, DMV contracted with a private firm to supply data entry workers to process these records. Although this initiative may reduce the current backlog, staffing requirements should be reviewed and management control processes to prevent this

backlog from developing again should be developed and implemented expeditiously.

Recommendation:

That DRRIB be provided with sufficient staff to fulfill its data processing and customer service functions.

Agree X Disagree

DMV Comments: *All backlogs have been eliminated and turnaround times are being maintained due to additional temporary staffing. However, this staff will no longer be available after February 2000. Adequate staffing to ensure up-to-date processing has been assessed and requested for FY 2000 and FY 2001.*

3. The driver's license suspension notification process contains an extra step that extends processing time and uses additional resources without definitive benefit.

According to Title 18, Section 307.2 of the District of Columbia Municipal Regulations,

“Whenever the Director, acting under this chapter, proposes to revoke or suspend the license of any person for any reason which does not require a revocation, a notice of proposed suspension shall be prepared setting forth the proposed action and the grounds for the proposed action in sufficient detail to permit that person to understand fully the nature of the proposed action and the reason for the proposed action.”

In accordance with this regulation, DMV sends an Official Notice of Proposed Suspension (DPW 33-21 Rev 10-84) to the driver's last known address notifying the driver that vehicle operating privileges will be suspended in five days (ten days for nonresidents) unless the driver applies for a hearing. A second Official Notice of Proposed Suspension is sent out a week after the first notice. This second notice, however, is not mandated by Title 18. It extends the processing time past that mandated by the regulation, and requires additional staffing resources, time, and money.

Recommendation:

That the Customer Services Administrator directs the DRRIB supervisor to cease issuing a second Official Notice of Proposed Suspension.

Agree_____ Disagree_____ **X**

DMV Comments: *There is only one Official Notice of Proposed Suspension that is issued. However, we will issue a letter prior to the Notice, stating that there are outstanding tickets that have been sent to us from another jurisdiction. There is no reference to suspension at this point. We send this as a notification to the customer with the anticipation that they will clear this up within ten days. Once we receive no response, we send the Notice of Proposed Suspension. It gives DC residents five days and non-residents ten days to respond or face suspension. If there is still no response, we suspend.*

4. School bus driver licenses have been issued to applicants with criminal backgrounds before required FBI checks were completed.

The team found that the Commercial Drivers License Unit (CDL) issued school bus licenses to drivers whose background checks were not complete as required by District of Columbia Municipal Regulations (DCMR). Based on information the team received, approximately 55 individuals employed as school bus drivers were identified who either did not have completed FBI criminal history checks or whose completed checks showed felony charges that must be cleared by letters from the court.

Title 18, Chapter 2 of the District of Columbia Municipal Regulations (Appendix 4) requires that criminal history checks be conducted by the Metropolitan Police Department (MPD) and the Federal Bureau of Investigation (FBI) on applicants for school bus driver licenses issued by DMV. Applicants are not to be issued a license if within the three years preceding the filing of his or her application they have a conviction for, have served any part of a sentence for, or are currently under indictment for the commission of or attempt to commit

murder, manslaughter, mayhem, malicious disfiguring of another, abduction, kidnapping, burglary, house-breaking, robbery, or larceny; assault with intent to commit any offense punishable by imprisonment in the penitentiary; any sex offense; or any violation of narcotics laws.

If an FBI report shows only an arrest for one of the above crimes but no resolution, applicants must get a clearance from the court verifying there was no conviction.

DMV employees explained that it takes 60-90 days to get reports back after submission to the FBI, and licenses were issued before the reports were received in order to expedite the employment of drivers. The acting Permit Control Manager recently issued a policy that no more licenses would be issued without a qualifying FBI check (Appendix 5).

This finding will be reported to the Superintendent of the District of Columbia Public Schools in a Management Alert Report.

Recommendation:

That the Customer Services Administrator review the entire process of licensing school bus drivers and develop procedures that ensure that unqualified applicants do not receive school bus licenses.

Agree_____ X _____ Disagree_____

DMV Comments: *DC DMV will no longer issues licenses prior to the return of the FBI checks. All drivers and contractors with expiring licenses will be issued notices that they must report to DMV to renew their licenses or to get new ones by June since the FBI checks take 30-60 days to be returned. If they do not get them processed by this time, we will not be able to ensure issuance of the licenses by the opening of school.*

5. **DMV is illegally disseminating FBI background checks to other agencies.**

DMV routinely copies FBI checks it receives to process school bus drivers licenses and disseminates them to DCPS, its school bus driver contractor, and to applicants.

Under provisions set forth in Title 28, Code of Federal Regulations (CFR), Section 50-12, identification records obtained from the FBI may be used solely for the purpose requested and cannot be disseminated outside of the receiving departments, related agencies, or other authorized entities.

Recommendations:

A. That DMV no longer disseminate FBI checks outside of the CDL Division.

Agree_____ X _____ Disagree_____

Comments: _____

b. That applicants are not issued a copy of the actual FBI check but provided the information necessary to obtain a clearance letter from the courts.

Agree_____ X _____ Disagree_____

Comments: _____

6. **There is no legal or procedural reason for DCPS or its contractor to be involved in DMV's school bus driver licensing process. This interaction detracts CDL Unit personnel from other important duties. In addition, there are no firm, written procedures for the school bus licensing process.**

There are no current written policies or procedures for the issuance of school bus driver licenses. Application packages for these licenses are issued by DMV's CDL Unit, but turned in to DCPS when completed rather than to the CDL Unit. DCPS then sends the packages back to the CDL Unit to hold until FBI background checks are completed and received by DMV. When satisfactory FBI checks are received, the CDL Unit prepares school bus driver licenses and contacts DCPS to pick them up from the Unit for DCPS drivers. The CDL Unit also responds to requests from the DCPS contractor for copies of FBI checks. The DCPS contractor visits the CDL Unit once a week to get these copies. The CDL Unit also issues fingerprint cards and receives FBI checks on non-driving school bus attendants on behalf of DCPS and its contractor. This unnecessary CDL Unit interaction with DCPS and its contractor during the licensing process strains scarce resources and unnecessarily diverts attention from other important duties.

Recommendations:

a. That the CDL Unit maintain all documents connected with the school bus driver licensing process and work directly with an applicant until a license is issued or the file is closed because the applicant does not complete the process. The following procedure is suggested:

- (1) Open a temporary folder for each applicant. Applicants should be instructed to return completed application packages to the DMV CDL Unit. When applicants return their completed application forms, file the forms in the temporary folder while awaiting return of the FBI checks.
- (2) Upon receipt of a satisfactory FBI check, notify applicants by mail to come in for their school bus driver license. After issuing the license, make the temporary folders permanent and file all relevant documents.

- (3) When warranted by the FBI check, advise applicants by mail that a court clearance letter is required to complete processing of the license.

Agree X Disagree _____

DMV Comments: *The process for issuance of school bus licenses will be redesigned within 30 days. It will include new procedures for issuance and verification.*

- b. That procedures similar to those outlined in (a.) above be analyzed, developed, documented, and promulgated.

Agree X Disagree _____

Comments: _____

- c. That the CDL Unit no longer handles FBI checks for DCPS school bus attendants.

Agree X Disagree _____

DMV Comments: *School bus license issuance will be redirected from the CDL office once the redesign is complete.*

7. The regulation that governs qualifying standards for school bus drivers is inconsistent regarding age.

Title 18, Section 200.3 of the DCMR states that a school bus drivers license shall be issued to an applicant who is at least 18 years of age. Section 201.1(a) states that a school bus driver's license will not be issued to a person who is under 21 years of age. These two sections are contradictory (Appendix 3).

Recommendation:

That D/DMV draft the necessary clarifying language so that legislative changes can be made to DCMR 18, Section 200.3.

Agree_____ **X**_____ Disagree_____

DMV Comments: *DC DMV legal counsel are looking into the legislative changes that need to be made to Section 200.3.*

8. There is no automated system to track basic information about individuals holding school bus driver licenses.

When school bus driver licenses are issued, the license information is handwritten into a ledger in chronological order. When information about a specific bus driver is checked, employees must search the written ledger or retrieve each driver's file.

Recommendation:

That the Information Technology Administration develops a stand-alone database of school bus driver information for CDL Unit computers. The database should include information on FBI background checks.

Agree_____ **X**_____ Disagree_____

DMV Comments: *An automated system within MVIS is being developed to create a database for school bus drivers.*

9. Accountability for the data cards used to make drivers licenses and non-driver identification cards is lax, and cards are not handled or stored in a secure manner.

For license renewals, new licenses, and non-drivers identification (ID) cards, clerks key customers' identifying information into their workstation computers. This information is then printed on numbered forms called *data cards*. The information on the data card is used along with the customer's photograph to procure a permit or ID card.

During customer processing for permits and ID cards, a copy of the data card marked *Operator Copy* is retained at the permit clerks' workstations. Throughout the business day, clerks place the operator copies on the windowsill behind the workstations where supervisors collect them at the end of the day. A manual count is done to determine if all of the numbered data cards are accounted for. If there are data cards missing, however, supervisors can only determine which workstation has missing cards by checking the numbers on as many as 500 operator copies. Typically, supervisors are too busy to count and shred the data cards collected on a given day. Consequently, many cards from the previous day were observed stacked on top of the shredder in an unsecure manner waiting to be shredded.

In addition, the number of boxes of blank data cards delivered to the Permit Issuance Branch is not recorded. The key for the cabinet where the boxes are stored is on a wall near the supervisor's desk. When employees in the Permit Branch need more cards, they retrieve the key and take a box without recording that a box has been removed.

Recommendations:

a. That the Information Technology Administration enables each Permit Branch computer to generate daily counts for each license type. The supervisor would then match the computer count with each day's batch of operator data card copies. If there is a discrepancy, the appropriate permit clerks should be held accountable.

Agree_____ Disagree_____

DMV Comments: *Our current MVIS system has limited capabilities, which call for special programming to receive these type of reports. The new system will be able to keep these type of records as a standard daily count. However, the Q-matic system does keep track of transaction counts, although it is a process driven by the representative (they are required to input the transaction type into the Q-matic system), and consequently not an accurate process. We are not currently*

generating tally reports, but will look into what capabilities are available in MVIS and Q-matic to do so.

b. That a Permit Issuance Branch supervisor or designee have control of the key to the storage cabinet containing the data cards and be the only person authorized to issue the cards. A record should be kept of the issuing officer, the recipient, and the date/time the cards were issued.

Agree_____ X _____ Disagree_____

DMV Comments: *Data cards will be logged according to who issued them, to whom they were issued and when, and the number of cards issued. The need for data cards will be eliminated with the introduction of digitized licensing in May 2000.*

10. Some permit clerks and photographers are careless in issuing data cards and finished permits to customers.

Some permit clerks erroneously issue customers the operator copy of the data card rather than the Photo Unit copy. If mislaid or stolen, the Photo Unit copy of the data cards could be taken directly to the Photo Unit by unauthorized persons to receive a valid drivers permit. Photo Unit employees were observed accepting the wrong copies of data cards and not taking the few seconds required to review them for errors. According to the road test manager, in several instances his examination of customers' documents prior to giving them the road test found they already had received *driver's licenses* instead of *learner's permits*. The manager stated that many mistakes are being made at the C Street location and he is concerned about the number of customers who may have received a full license instead of a learner's permit and who never returned to take the driving test. In addition, the manager noted that the Photo Unit sometimes does not pay attention to important details as noted by the picture on one learner's permit that was taken while the customer had a cigar dangling from his mouth.

Recommendations:

a. That the Customer Services Administrator require employees in the Photo Unit to check all data cards closely and immediately notify supervisors of any errors.

Agree X Disagree _____

Comments: _____

b. That the Customer Services Administrator require Photo Unit employees to ask customers what type of license (learner's permit or drivers license) they are applying for prior to the photograph being taken and compare the verbal response to the data card information.

Agree X Disagree _____

Comments: _____

11. Voter registration forms with personal information are not securely maintained.

The DMV offers voter registration to customers applying for or obtaining any license or permit. The forms, which contain personal information such as addresses and telephone numbers, are not securely maintained. They are kept in a pile on the windowsill in the Permit Issuance Branch until a representative of the Board of Elections picks them up. If stolen, these forms could be used for criminal activity, including the creation of false identification documents.

Recommendation:

That a slotted, locked box under the control of a supervisor be provided for storage of voter registration forms.

Agree X Disagree _____

Comments: _____

12. Problems in accessing the Commercial Drivers License Information System (CDLIS) and staffing shortages delay customer service.

The computer system in the CDL Unit is often not working at the start of the business day. As a result, federally mandated checks of CDLIS for processing commercial drivers licenses cannot be done. Customers must sometimes wait lengthy periods for repairs to be made or must leave and return on another day to complete processing. The importance of these checks and the federal mandate dictate that the CDL Unit computer system be operable during all business hours, and be reliable and error-free because errors made in the District may affect jurisdictions nationwide.

The three CDL clerks are overwhelmed with in-person queries and entering new applicants into CDLIS (each entry takes up to 25 minutes.) Also, there is a large amount of administrative work connected to the issuance of CDLs, and there is a filing backlog of several months.

Recommendations:

a. That the Information Technology Systems Administration updates all the computers in the CDL Unit.

Agree X Disagree _____

DMV Comments: *Computers in the CDL office were all updated for Y2K, and are operational.*

b. That an additional clerk be hired to assist with customer service and administrative matters.

Agree X Disagree _____

DMV Comments: *All backlogs in filing will be eliminated within 30 days. An additional CDL employee will be added to the staff within 30 days.*

13. There is a need for formal training of clerks and supervisors in document examination and other aspects of driver processing.

Permit Issuance Branch employees stated that they do not have current training in document examination. The team observed questionable documents being accepted by clerks and supervisors. In one instance, a customer held up an unsigned and laminated Social Security card but did not hand it to the clerk. The clerk asked the customer to sign the card. He did so, and it was accepted without the clerk ever handling the card for a closer look. Employees are not sure how they should handle immigration documents such as visas. A one-page photocopied guidance sheet at each workstation is hard to read and out of date. A supervisor stated that they have not been able to get updated guidance.

Recommendation:

That the Customer Services Administrator develops a comprehensive training program for all Customer Services Administration employees. The American Association of Motor Vehicle Administrators (AAMVA) located in Arlington, Virginia is a non-profit educational organization that develops training programs and will supply training plans, instructors, and materials to certify employees who provide motor vehicle services.

Agree X Disagree _____

DMV Comments: *The new DC DMV refresher course includes training on document examination. The training as [is] developed from*

material obtained from AAMVA. Currently, AAMVA no longer holds courses in the examination and determination of documents.

14. Supervisors deviate from procedures regarding required documentation.

The team observed customers who had been refused licenses because they lacked the required documents successfully appeal to supervisors and get licenses. Clerks complained that when this happens, customers become angry with them for having refused to process them. Several incidents were observed when supervisors violated procedures. In one instance, a 70-year-old customer who was required to present a medical clearance in order to receive a drivers license but did not have the clearance or proper identification still received a supervisor's approval for a license. The customer told the supervisor that her belongings had been stolen when she lived in Massachusetts. It should be noted that carelessness in checking required documentation was a contributing factor in the Willie Curry fatal accident case cited in the Executive Summary of this report.

Recommendation:

That the Customer Services Administrator ensure by all means available that supervisors and clerks adhere to all procedural requirements for issuing drivers licenses.

Agree_____ X_____ Disagree_____

DMV Comments: *All managers and supervisors have been given the procedures and policies, and have in many cases, contributed to the clarification and documentation of said policies. While it is necessary to ensure that all supervisors and managers adhere to documented requirements, we have found, however, that there is also a need for discretion in cases where there is a need for clarity. Supervisors and managers must be given the latitude to make decisions that fall outside of the issued requirements. However, these decisions will be monitored.*

Information Desk – 301 C Street

The Information Desk in Room 1157 is the first stop for DMV customers applying for driver's licenses, registrations, and renewals. Clerks provide all necessary forms, directions and other assistance. They tell customers what personal documents are needed for each transaction, and verify that the documents customers bring in are authentic. Photocopies are not accepted. When customers approach the Information Desk, they are asked if they have all of the required documents. If customers are unsure as to what documents are needed, they are given a sheet (Appendix 5) listing the required documents and told to return with the necessary documentation. When satisfied that a customer is prepared for the next stop, clerks issue an automated control number and direct the customer to the appropriate waiting area.

1. Information Desk Clerks do not consistently verify that customers have correct documentation prior to issuing them a control number.

Information Desk Clerks do not consistently ensure that customers have the correct documents necessary to complete the desired DMV transaction before they issue a control number. Clerks sometimes take a customer's word that he or she has the required documentation and do not make a visual check of each document. Consequently, after leaving the Information Desk, some customers may wait from 30 minutes to two or more hours before being told at the transaction window that their documentation is insufficient or invalid.

Recommendation:

That the Customer Service Administrator ensures that Information Desk Clerks carefully inspect each piece of required customer documentation. Instructions on this matter should be documented in formally issued procedures, and clerks should be closely supervised to ensure compliance.

Agree_____ X _____ Disagree_____

DMV Comments: *Information desk staff will undergo training in document examination and will be given the necessary resources to*

screen all customers for documents and eligibility. To ensure accuracy and deal with burnout, staff will be rotated from all areas of Licensing and Registration.

2. Information for customers about required documentation and instructions about the licensing process are inadequate.

There are no signs posted outside or inside the main business area that explain the process for receiving a license and the documents required. Such signs would make it unnecessary for customers without required documentation to wait in line at the Information Desk.

Recommendation:

That large signs in English and Spanish that list required documentation be placed outside the entrance and on the wall between the entrance and the exit.

Agree X Disagree

DMV Comments: *All signs in the agency are being assessed. Pending funding, the signs will be updated and printed in English and Spanish.*

3. Some Information Desk Clerks are rude and unhelpful.

Some clerks were observed answering customers' questions in an impatient and unhelpful manner and not giving the necessary time and attention when customers did not understand a process. One clerk was often observed signaling for another customer to approach before the current customer had finished asking questions.

Recommendation:

That the Customer Services Administrator ensures that Information Desk Clerks are evaluated on their customer service skills and receive sufficient formal training and close supervision as required. Instructions on this matter should be documented by the acting chief of the Permit Issuance Branch in formally issued procedures.

Agree_____ X _____ Disagree_____

DMV Comments: *All DC DMV employees will undergo refresher training and customer service training. In addition, the agency realignment will address existing performance issues, and the new position descriptions and evaluations will enable managers to monitor the service delivery. All policies are documented, and additional Standard Operating Procedures will be issued.*

4. The configuration of the Information Desk area causes congestion and affects the personal attention clerks should be giving to customers.

When DMV is busy, the small area near the Information Desk becomes congested and disorganized because this is the first stop for all transactions. The lines of customers waiting to approach the desk are long and sometimes extend out into the hall outside Room 1157. Customers who receive forms from the Information Desk do not have workspace to fill them out. Many customers stand around the Information Desk and thus become entangled with the lines of customers waiting to approach the desk. With so many people around the Information Desk, clerks often have more than one person asking questions at the same time. This creates confusion and results in customers being rushed by the clerk to move to the next stop without their questions being fully answered.

Recommendation:

That the Customer Service Administrator reconfigure the Information Desk as shown in Appendix 6.

Agree_____ X _____ Disagree_____

DMV Comments: *The desk has been reconfigured as suggested, but additional options will need to be explored to create the optimal design. These options may mean construction.*

5. **There is no suitable area for customers to retrieve faxed information.**

DMV allows customers without required documentation to have that information faxed directly to them while they are in DMV. The fax machine designated to receive this information, however, is located in the office of the Customer Services Administrator where customers are not allowed. There is no clear procedure for informing customers that a fax has arrived or how it can be retrieved. Consequently, customers spend an inordinate amount of time going from place to place to get information on the arrival and retrieval of faxes.

Recommendation:

That a fax machine be installed in the PDPS room to receive faxes and information sent to DMV customers. A separate waiting area should be established to the right of the PDPS room. (See Appendix 6.)

Agree X Disagree

DMV Comments: *There is now an operational fax machine in the Customer Care area off Room 1157.*

6. **Drivers test scores are handwritten on applications by the DMV testing clerk. This procedure could allow a failing test score to be changed to a passing score.**

When a customer completes the written drivers test, the computer automatically scores the exam (number passed and number failed). For customers who pass the test, the testing clerk converts this score to a 100-point scale, (for example, 16 correct out of 20 is an 80), writes the converted score on the application, and writes his or her initials adjacent to the score. This process makes it possible to write a passing score on the application of a failed test applicant. Although the computer retains the actual score, clerks at the licensing stations accept the handwritten notation and issue a license.

Recommendation:

That the Information Technology Administrator explores the possibility of reconfiguring the testing room computer to automatically generate a printout of the test-taker's name, SSN, and score. This printout would then be attached to the application by DMV staff rather than having the clerk write the score directly on the application.

Agree X Disagree _____

DMV Comments: *We are currently in discussion with the vendor regarding the printing of the actual test sheet. This would be attached to the application with passing grades generated by the computer score, not the staff conversions. Once we move to the redesigned process and the new MVIS, the test will be linked to the system, and scores will come straight from MVIS. There will be no need for printouts.*

7. The testing computer cannot be audited for quality control because testing clerks do not always log on and off.

DMV employees in the licensing department have log-on initials and passwords. Testing clerks were observed using the testing computer throughout the day without going through log-on and log-off procedures. Consequently, a quality control audit of the electronic testing process would not be able to accurately identify who administered a given test to whom.

Recommendation:

That licensing supervisors instruct testing clerks to always use appropriate log on and log off procedures when using the testing room computers.

Agree X Disagree _____

Comments: _____

H Street Satellite Office – 616 H Street, N.E.

The H Street facility has two windows for licensing functions, four windows for registration, and a photography station. It also has a large information desk centrally located immediately behind the entrance. The Community Services Officer managing the facility has supervisory responsibility for 10 DMV employees and contracted security staff. The H Street facility issues duplicate and renewal licenses and registrations.

As in other DMV licensing offices, the inspection team observed H Street employees working hard to provide service to the large number of daily customers. The staff has been cross-trained and employees rotate in performing licensing and registration functions.

1. Information Desk services are being provided by contract security guards.

No DMV employees staff the information desk. Instead, the two security guards who monitor the entrance provide information to customers. This function should be performed by DMV staff trained in the licensing and registration process. The guards refer difficult questions to the facility manager or his assistant, but independently provide information on documentation requirements, hours of operation, and other routine matters. The guards have not been formally trained in DMV procedures, so there are significant gaps in their knowledge. Security guards are diverted from their responsibilities to review documentation and provide answers that trained DMV staff normally should handle.

Recommendations:

a. That the Customer Service Administrator provides staff, rather than security guards, to answer customer questions and provides information on DMV operations.

Agree **X** Disagree

DMV Comments: *This became an issue due to staffing constraints. We have requested additional funding in FY 2000 and FY 2001 for adequate staff to cover this area at H Street.*

b. That large signs listing the documents needed for both registration and licensing be placed prominently within the facility.

Agree X Disagree

DMV Comments: *Signs have been identified and will be ordered as funding becomes available.*

2. Cashier stations are understaffed and the facility manager has little supervisory influence over Treasury employees.

There are three cashier stations at the H Street facility. During several visits, the inspectors observed only one cashier working. One cashier cannot efficiently handle the volume of cashiering services for the facility. As a result, DMV customers have long waits in the cashier line before they can complete their transactions. On two occasions, this situation occurred because one employee was on leave and the lead cashier spent a considerable portion of the morning tallying the previous day's accounts – leaving just one cashier. The DMV facility manager called his contact at Treasury several times, but was unable to get additional assistance in the cashier's office. The facility manager, as a DMV employee, has no influence over the staffing, workflow, and supervision of Treasury employees. All other DMV components receiving fees from customers are similarly affected.

Recommendation:

That DMV management reviews the operational role of Treasury employees who work in DMV.

Agree X Disagree

DMV Comments: *While DMV has no authority over the staff of OFT, we will monitor their performance as it relates to our service delivery. This will then be transmitted to Treasury on a monthly basis to*

address any issues that may have come up. In addition, we are in discussion with Treasury about having DC DMV employees conduct a pilot whereby they take checks and money orders for certain transactions. This will alleviate some congestion at the cashier window, and give us a better service delivery operation.

3. **All service windows should be equipped to handle all customer transactions.**

The customer service windows are not equipped with the data cards and printers that would allow all employees to handle all customer transactions. Consequently, employees assigned to handle registration services and who may be busy only intermittently cannot assist employees handling licenses who may be overwhelmed with customers. The facility manager explained that different data cards are used for licensing and registration transactions, and each type of transaction requires its own printer. The service windows have limited space and are equipped with only one set of data cards and one printer, so clerks are limited to performing only one of the two types of transactions.

Recommendation:

That additional printers be purchased and service windows be reconfigured so that each employee has enough space and the equipment necessary to process both licensing and registration transactions at all windows.

Agree_____ Disagree_____ **X**_____

DMV Comments: *Due to our move to Hechinger Mall in early summer 2000, we will not be purchasing additional equipment that cannot be used in our newly designed setting. Once we have moved, we will use the pooling concept to allow for access to printers by all located in one general area. That will mean no need to change media or have individual printers for each person. All staff will be able to assist on any transaction from their terminal, since proper equipment and training will be provided.*

Brentwood Road Test Facility

The Brentwood facility administers road tests for automobile and motorcycle driver's licenses. It is a small facility with four licensing examiners, including the facility supervisor, two motor vehicle services clerks, and a contract security guard. The two clerks are responsible for processing applicants, entering licensing data into MVIS, taking license photos, collating data cards, and sending customer payments to C Street.

1. Customer payments are sent to C Street for reconciliation instead of being reconciled at Brentwood.

The Brentwood facility does not have a Treasury cashier, and only checks and money orders payable to Treasury are accepted. Funds accepted by most DMV facilities are reconciled each day at those facilities. The two clerks and the supervisor of the Brentwood facility, however, have not been trained in the reconciliation process or in completing the "tally reports" used by DMV for daily reconciliation. Therefore, funds received from customers are bagged for transfer to C Street. On several occasions, the inspection team observed the bags stored at Brentwood in an open, unsecured, plastic box for twice weekly pick-up by a security company.

In September and October, the inspection team observed that C Street licensing supervisors were approximately 2 months behind in reconciling Brentwood's checks and money orders. After repeated calls by customers complaining about the delayed processing of their checks and following questions by the OIG inspection team, the licensing supervisors were allocated overtime for several Saturdays to alleviate the backlog of unreconciled payments.

There are several problems associated with this process:

1) The Brentwood supervisor stores the bags containing the checks and money orders in an unsecure manner. The office where the funds are stored is unlocked during business hours because it also contains the fax and copier machine used to process transactions. Although there is a low probability that the checks could be cashed, the checks contain personal

information, handwriting samples, and banking information that could be valuable.

2) The Brentwood supervisor sends checks and money orders to C Street with no accounting of what is being sent. The facility's clerks bag and seal the receivables together for pick-up by a security firm. The receipts indicate only that a certain number of smaller bags are stored inside larger bags. (Appendix 8)

3) The delay in reconciling the Brentwood facility's accounts delays the transfer of this money to Treasury. The Brentwood facility issues between 60 and 80 licenses per day. A delay of two months (40 work days) would amount to between \$24,000 and \$32,000 in funds not deposited into the City's account.

4) Checks that are not processed for several months increase the possibility of insufficient funds in a customer's account.

Recommendations:

a. That Brentwood staff be trained and required to reconcile the facility's daily receivables and prepare the daily "tally report." C Street supervisors should continue to provide close oversight of this process until the staff is fully trained.

Agree_____ Disagree_____

Comments: *The current process allows the supervisor at Brentwood to seal the documents in the bags and make them ready for transmission to C Street. The datacards serve as the tally reports and must be reconciled on delivery (these will be eliminated with digitized licensing and the report will be computer generated.) There are no longer any backlogs in reconciliation, and additional staff at C Street have been trained. It would be unproductive for Brentwood staff to do these reports, especially given their current duties and the staffing constraints.*

b. That the Brentwood facility immediately receive a safe to store the day's receivables (checks and money orders) until they are picked up by the security company.

Agree_____ X _____ Disagree_____

Comments: _____

2. **The facility lacks shredding equipment to destroy documents that contain personal information.**

Completed DMV applications and forms contain personal customer information that can easily be used for illegal purposes (i.e. name, Social Security number, mailing address, date of birth, height, weight, and gender). Discarded forms are torn in half and thrown in a box under the front counter for trash pick-up. In addition, several hundred licenses and learner's permits must be destroyed when licenses are issued or renewed. Currently, clerks must cut up these laminated cards with scissors each day.

Recommendation:

That a shredder be placed near the counter to allow for the immediate destruction of this sensitive information.

Agree_____ X _____ Disagree_____

DMV Comments: *A shredder bin will be located at the facility for pickup and disposal on a scheduled basis from our contractor.*

3. **Testing equipment and materials for the motorcycle road test are inadequate.**

Testing machinery that should be used by examiners to simulate a variety of road experiences to test motorcyclists' handling of motorcycles has been inoperable for 10 years. In addition, the facility does not have basic

test-related materials such as traffic cones, chalk, traffic control devices (stop and yield signs, etc.) and other equipment for assessing motorcycling skills and to measure responses to situations involving stopping distances, turns and other events. Title 18, Section 104.3 of the DCMR states that

[t]he examination for a driver's license shall include an actual demonstration of ability to exercise ordinary and reasonable control in the operation of a motor vehicle of the type or general class for which the applicant desires a license, which shall be given in a congested portion of the District; Provided, that no demonstration shall be required for a motorized bicycle license.

Currently, road skills are tested at Brentwood solely by examiner observations of motorcyclists performing basic maneuvers in the parking lot. There is no test of the applicant's ability to perform in traffic or to meet measurable criteria (e.g. come to a complete stop within 15 feet).

This test does not meet the requirements of 18 DCMR § 104.3 (1995), and does not conform to guidelines established by the American Association of Motor Vehicle Administrators, a national organization of which DMV is a member.

Recommendations:

a. That DMV provide the Brentwood facility with cones and other basic road testing materials to set up exercises that can better assess motorcycle driving skills until new testing machinery is installed.

Agree **X** Disagree

DMV Comments: *DMV does not have motorcycle-testing equipment. Approximately ten years ago, we used MOST, which was lights and stripping to direct motorcycles through the course. We stopped using these things due to accidents by the cyclists. Then we went to MOST2, which called for demonstration of proficiency in operating the motorcycle. We stopped that as well. Now to show proficiency, we have cyclists do a "figure eight" on the lot. We will procure cones for testing, and we will consult with other jurisdictions to determine the best method*

of testing and certification. This will be incorporated into the plans for the new testing facility.

b. That DMV acquire up-to-date, cost-effective motorcycle testing equipment that meets American Association of Motor Vehicle Administrator (AAMVA) guidelines for skill testing as soon as possible.

Agree_____ Disagree_____

DMV Comments: *We will conduct a cost-benefit analysis to determine the volume of tests to be given against the cost of equipment. We will consult other jurisdictions for suggestions on conducting tests by other, more cost-effective means.*

c. That if District motorcycle drivers are not going to be tested in traffic conditions (off-road and simulated tests can be devised that meet AAMVA standards), then Title 18 of the DCMR should be changed to reflect the actual procedures that will be followed.

Agree_____ X _____ Disagree_____

Comments: _____

Vehicle Registration Branch

The Vehicle Registration Branch is primarily responsible for issuing titles, registration certificates, license plates, validation stickers, and residential parking permits, as well as conducting annual safety inspections of all vehicles registered in the District of Columbia. The Enforcement Unit of the Vehicle Registration Branch is responsible for enforcing regulatory and administrative control over motor vehicle dealerships and enforcement of the vehicle re-inspection program. Additionally, the Fee Adjustment Unit processes refunds and dishonored checks written for payment of services rendered by the Department of Motor Vehicles.

1. **There are no internal controls to prevent misappropriation of accountable vehicle registration instruments.**

There are no controls in place to limit access to vehicle registration instruments. These instruments include title documents, validation stickers, registration cards, license plates, inspection stickers, and residential parking permits. In addition, there is no secure, restricted access area to store or dispense these instruments. Those used at the customer service window are not in a secure area during the workday. The workstation that dispenses them to walk-in customers is not enclosed or caged, and they are kept in numerous unsecured areas of the workstation, vulnerable to unauthorized access. Furthermore, this workstation is only a short distance from the Cashier's Office, which is under Treasury. Treasury employees are not managed by DMV but have access to the vehicle registration area.

Instruments kept in unlocked storage room. The storage room located at the end of the vehicle registration area is not locked during the workday. This room contains vehicle license plates, stickers, blank title documents, inspection decals, and parking permits. It is accessible to anyone in the area. In addition, there are no accountability procedures to determine when items have been removed from storage and by whom.

Personalized license plates are not stored securely pending customer pick up. The team noted three file cabinets containing personalized license plates that have been paid for by customers but not picked up. The cabinets have locks, but were not locked during the team's observation visits. The team noted that personalized plates are not recorded in the inventory subsystem of the Motor Vehicle Information System (MVIS) but are manually logged into a notebook. The team also observed some unclaimed license plates that were several years old. There was no indication that DMV had attempted to notify the plate owners about picking up the plates. The team also observed a number of personalized plates lying unsecured on top of file cabinets and accessible to anyone who passed by.

Surrendered license plates are not securely stored. A number of cartons filled with old vehicle license plates have been placed along the walls behind the vehicle registration window area and in the Enforcement Unit area. When customers return these plates, the plate numbers are manually recorded and the plates then placed in boxes. The team observed several plates lying on

the floor, however, as well as on employees' desks. The team was told that these plates would be returned to Lorton for recycling.

Recommendations:

a. That the Customer Services Administrator institute a comprehensive internal control system to limit access to, and establish accountability for all vehicle registration instruments.

Agree_____ X_____ Disagree_____

DMV Comments: *Access to instruments has been limited to lead examiners, supervisors, and the employees assigned to the issuance windows. A log has been established for signing out documents by date and serial number of items.*

b. That the Customer Services Administrator enclose the workstation that dispenses vehicle registration instruments by means of a physical barrier (See recommended layout at Appendix 8).

Agree_____ Disagree_____

DMV Comments: *We have two options to propose: we will pursue moving the instrument issuances to the cashier's cage as a pilot. This will mean that the door can and will be locked at all times. It will also enable us to better serve the customer with a reduction in the number of windows to visit. If this proves unsuccessful, we will explore the physical barrier.*

c. That the Customer Services Administrator establish a log to record the names of employees working at a particular workstation, the beginning and ending date, and time on duty.

Agree_____ Disagree_____ X_____

DMV Comments: *Log in and out is currently maintained by Q-matic, as is duration of time on the system, and other management information such as transaction times and productivity.*

d. That the Customer Services Administrator installs a cypher lock and allow only designated DMV employees access to the storage room.

Agree X Disagree _____

DMV Comments: *A work order has been placed to install a lock on the area. The designated employees will be the supervisors and lead employees.*

e. That the Customer Services Administrator issue a directive that mandates that the storage room door be kept locked at all times.

Agree X Disagree _____

DMV Comments: *The storage room is now locked and only the supervisor and acting lead examiner have a key.*

f. That the Customer Services Administrator establishes procedures requiring designated employees to receipt for accountable items.

Agree X Disagree _____

DMV Comments: *A log has been established which requires each employee who receives accountable items to sign for them by date, item and quantity received.*

g. That the Customer Services Administrator direct that all personalized plates be secured in the file cabinets at all times.

Agree X Disagree _____

DMV Comments: *Personalized plates will be secured in file cabinets at all times.*

h. That the Customer Services Administrator direct that the file cabinets containing personalized plates and any other instruments be locked when not in immediate use.

Agree_____ Disagree_____ X_____

DMV Comments: *The personalized plates will be stored in file cabinets and the cabinets will be locked in a storage room.*

i. That the Customer Services Administrator establishes notification and disposal procedures to resolve the accumulation of unclaimed personalized plates.

Agree_____ X_____ Disagree_____

DMV Comments: *Contractual staff will be employed to notify requestors that their tags are available for pickup. All tags not claimed within 30 days of notification will be destroyed.*

j. That the Customer Services Administrator locates a secure storage space for surrendered plates to be stored until they are picked up for recycling.

Agree_____ X_____ Disagree_____

DMV Comments: *Secured bins are now available for surrendered tags.*

2. The customer service window area is disorderly.

The inspection team noted that the customer service window area as well as the surrounding work areas were generally cluttered, disorderly and did not present a professional public appearance.

Recommendation:

That the Customer Services Administrator holds Vehicle Registration Branch management responsible for the cleanliness of the customer service window work areas.

Agree_____ X_____ Disagree_____

DMV Comments: *All staff have been notified about keeping their work areas neat and orderly at all times.*

3. **Some window clerks do not present a professional appearance in their manner of dress.**

The inspection team observed employees working the customer service windows in T-shirts, jeans and sneakers. Some employees worked the customer service windows wearing hats. It is the team's opinion that such attire is unprofessional for employees who must interact with the public.

Recommendation:

That D/DMV institute dress standards for all employees.

Agree_____ Disagree_____

DMV Comments: *Since the District has no dress code, we will pursue setting standards in conjunction with the union leaders. We are also looking toward some recognizable form of dress for all staff.*

Enforcement Unit

The Enforcement Unit regulates motor vehicle dealerships in accordance with 18 DCMR, Chapter 5. The unit is also responsible for the administration and enforcement of the vehicle re-inspection program. Additionally, Enforcement Unit investigators assist the Metropolitan Police Department (MPD), federal law enforcement agencies and the DMV Insurance Operations Unit with subpoenas. They also testify at adjudication hearings involving regulatory violations by automobile dealerships. The personnel assigned to this unit also staff the Fee Adjustment Unit (FAU). The FAU has responsibility for refunding customer overpayments and customer dishonored check collections.

1. The Enforcement Unit is severely understaffed and cannot fulfill its assigned responsibilities.

The two full-time employees assigned to the Enforcement Unit are not sufficient for the unit to carry out its assigned duties.

Monthly audits of automobile dealerships are not being conducted. There are approximately 200 registered automobile dealers in the District of Columbia. According to DMV Standard Operating Procedures Chapter 4, all automobile dealerships registered with DMV will be audited monthly by Enforcement Unit investigators to ensure compliance with 18 DCMR Chapter 5. However, because of severe staff shortages, these audits are now only being conducted approximately once a year.

Monthly audits of re-inspection stations are not being conducted. There are 36 licensed re-inspection stations in the District. According to DMV Standard Operating Procedures, Chapter 4, the Enforcement Unit is responsible for the monthly auditing of re-inspection stations licensed for business in the District of Columbia. However, because of severe staff shortages, these audits are now being conducted at a rate of once a year.

Understaffing blamed for poor showing at Adjudication Hearings involving automobile dealers. The team observed two adjudication hearings where an automobile dealer had been served with a Notice of Proposed Revocation of Dealership Registration. The supervisor for the Enforcement Unit serves notice and appears as the witness for DMV. In both instances observed by the inspection team, the hearing examiner ruled in favor of the automobile dealer. The team noted that the Enforcement Unit supervisor appeared not to be as prepared as he should have been at these hearings. He had limited evidence, had not contacted all the individuals involved and requested their appearance at the hearings, and seemed to have difficulty presenting his case. The supervisor attributed this poor showing to the fact that he is understaffed and cannot dedicate the time needed to properly research the facts of these cases due to other responsibilities.

Recommendations:

a. That D/DMV assign additional personnel to the Enforcement Unit to ensure that monthly audits of automobile dealerships and re-inspection

stations are conducted; and that employees representing DMV at hearings have sufficient time to prepare effective presentations.

Agree X Disagree _____

DMV Comments: *We are currently recruiting for a vacancy. Additionally, the Enforcement Unit will experience staffing increases as well as an overall increase in scope in the agency realignment. Prior to the realignment, weekly reports will be submitted to the Vehicle Control Manager who will enable reallocation of resources based on research needed for hearings.*

b. That the Customer Services Administrator identify training that will assist investigators in conducting research, and preparing and presenting evidence and effective presentations at adjudication hearings.

Agree X Disagree _____

Comments: _____

2. **There is a substantial amount of uncollected revenue owed to the District in the form of dishonored checks received from DMV customers.**

The team observed 17 boxes of dishonored checks dating back to 1989 in the Enforcement Unit of the Customer Services Administration. The team conducted a review of the checks on hand for FY 97 (the most current box containing a full year of checks) and estimated the amount of uncollected revenue at \$226,387. At this writing, DMV has not subscribed to any of the business services that clear personal checks prior to being accepted by cashiers. Treasury initially attempts collection on the checks and when unsuccessful, forwards them to DMV for further collection efforts. If not successful in 30 days, DMV puts a transaction code in MVIS that suspends the check writer's ability to receive further DMV services. DMV also attempts to suspend the ability to obtain further DMV services of the person

receiving the original services if that person is not the check writer. DMV managers apparently do not have any plans to seek payment on dishonored checks subsequent to the suspension actions.

DMV does not maintain a detailed listing of dishonored checks. Treasury forwards dishonored checks to DMV after collection attempts fail. DMV adds up the dollar amount of each batch of dishonored checks received from Treasury and files them, but does not create a detailed listing of all checks. Consequently, there is no record of the total outstanding balance due for dishonored checks. The team noted that not all dishonored checks for fiscal years 1998 and 1999 have been forwarded to DMV from Treasury. There were only a few 1998 folders along with a group of 1999 folders for April and early May. Neither DMV nor Treasury knows the total amount owed the District from dishonored checks submitted to DMV for years prior to 1999. The outstanding uncollected 1999 balance due as of November was \$327,826.

Treasury says DMV check processing is backlogged because of a staffing shortage. The Dishonored Check Unit Manager for Treasury stated that because of staffing shortages in her office, she has not been able to process dishonored DMV checks returned to her from the contractor after the expiration of their check collection contract in December 1998. Individuals who have written dishonored checks that are still held at Treasury do not have “stop transaction” codes in MVIS that suspend their ability to obtain DMV services. In addition, these same individuals can write additional bad checks that DMV will accept to pay for services to which they are not entitled.

Recommendations:

a. That the Customer Services Administrator, in conjunction with representatives from Treasury devise and implement a plan to collect the revenue owed the District from dishonored checks submitted to DMV.

Agree X Disagree

DMV Comments: *DC DMV has completed its process redesign for handling dishonored checks. It will be implemented pending funding for additional resources.*

b. That the Customer Services Administrator coordinate with Treasury to obtain information on checks not yet turned over to DMV so that stop transaction codes can be entered into MVIS to suspend the ability to obtain services of those who have submitted dishonored checks.

Agree_____ X_____ Disagree_____

DMV Comments: *DC DMV sent a staff person to Treasury to obtain its dishonored checks for Licensing and Registration. We will do the same for Adjudication within the next two weeks. We have offered to send a DMV staff person to their offices on a regular basis due to their resource limitations. Once the checks have been sorted and logged, we will begin dunning procedures to customers.*

c. That the Customer Services Administrator ensure the development of a means of capturing for research and retrieval of all pertinent information concerning dishonored checks and those who submit them, including but not limited to check number, check date, amount, bank, account name and number, ticket number, license number, title number, and license plate number.

Agree_____ X_____ Disagree_____

DMV Comments: *A computerized program is being developed to capture information from all dishonored checks. We await the procurement of the Telecheck system by Treasury. This will eliminate the need for a dishonored check function.*

d. That D/DMV oversee the drafting of legislation to be incorporated into DCMR Title 18, Chapter 3 that would suspend the driving privileges of individuals in financial arrears with DMV.

Agree_____ Disagree_____ X_____

Comments: *Current we suspend driving privileges if the service for which the arrears occurred was related to your driver's record. In the case of outstanding vehicular occurrences, we are recommending a better enforcement process that would boot and tow your vehicle. That*

would mean an immediate action would need to be taken to avoid losing one's vehicle to auction. At that point, all arrears would need to be paid in full to retrieve your vehicle.

3. *More coordination is needed between DMV and the Department of Consumer and Regulatory Affairs (DCRA) to effectively regulate automobile dealer salespersons.*

DMV is responsible for the registration of automobile dealerships under DCMR Title 18 so that dealers can receive temporary license plates and registrations. DCRA is responsible for the business licensing of dealerships under DCMR Title 16. The team was told in interviews at both DMV and DCRA that there is insufficient coordination in regulating dealerships and their salesmen. When DMV applies sanctions to dealers or their salesmen who violate laws governing vehicle registration, titling, tags, and other matters, it does not inform DCRA so that these sanctions can be considered when business licenses are up for renewal. When DCRA revokes business licenses of automobile dealers and salesmen, it does not notify DMV so that the dealer registration can be reviewed. Additionally, DMV Enforcement Unit accepts photocopies of automobile dealer and salesman licenses for registration renewal purposes without checking DCRA official records to verify that these licenses are valid.

Recommendation:

That D/DMV coordinate with the Director of DCRA to consider establishing a process for information sharing among the two agencies that will detect violations of Titles 16 and 18 by automobile dealers and salesmen, and ensure coordinated regulatory efforts by DMV and DCRA.

Agree X Disagree

DMV Comments: *As part of our redesign process, we have outlined a working group to discuss a team approach to dealer inspections. We will be working with DCRA in the coming months to propose a process for handling these efforts.*

ADJUDICATION SERVICES ADMINISTRATION

The Adjudication Services Administration is responsible for providing administrative hearings concerning parking violations, moving violations, drinking and driving related offenses, leaving after colliding, vehicular homicide, reckless driving, vehicle insurance, public space sanitation, and fleet and rental vehicle matters. It also processes payments for vehicular violations and provides customer service information by telephone and in person.

- 1. There are over 680,000 tickets for moving violations dating from 1987 through 1999 that are unpaid. This represents uncollected revenue for the District amounting to more than \$63 million.**

A contractor was engaged to collect on unpaid tickets and dishonored checks, but the contract has expired as of this writing. A DMV task force recently explored other means of dealing with this backlog, including an amnesty program.

Recommendation:

That DMV consider suspension of driving privileges as a penalty for moving violation tickets unpaid after a specified number of days.

Agree_____X_____ Disagree_____

DMV Comments: *DC law currently supports the suspension of driving privileges as a penalty for failure to timely respond to moving violations and ultimately for failure to pay the ticket. As we move forward, we will use this law to help stabilize, control, and monitor the number of outstanding tickets. With respect to the current backlog, DC DMV has formed a task force of various interested parties (OTR, CFO, and OCC,) to develop a Backlog Elimination Strategy. This strategy will address the issue of how to eliminate the outstanding tickets. It is currently before the Deputy Mayor for review.*

2. **Most employees interviewed expressed dissatisfaction with the performance of the computer system managed by the current contractor.**

Employees stated that the Ticket Information Management System (TIMS) performs poorly and often is not working. An employee stated that the contractor's poor operation of the computer system was the source of the backlog that developed in mail adjudication. It was stated that delays in inputting data into the system impacts negatively on the outcome of hearings and consequently the amount of money collected by DMV. A supervisor described the computer problems as "serious."

The team sent a Management Alert Report to D/DMV that expressed concerns about an upcoming contract with the same vendor in view of the number of complaints.

Other D.C. Government officials also expressed concerns about the contract. A senior procurement officer stated that no cost/benefit analysis of the contracts with the contractor had been done and was critical of the contractor's performance in light of the cost of the contract. An official at Treasury expressed concerns about the pending contract with the selected contractor in March 1999, but was told that it was too late to make modifications because an agreement had already been reached.

On December 6, 1999, two OIG inspectors interviewed the Director of Procurement for the Department of Public Works, and the DMV Quality Program Manager concerning the contract. The inspectors were assured that a cost/benefit analysis of the contract had been done and were promised a copy. The documents subsequently provided gave some information that supported the contract, but there was no formal cost/benefit analysis included as was requested by the team.

Recommendations:

a. That final approval of a new contract for TIMS not be given until a cost-benefit analysis has been conducted.

Agree_____ Disagree_____

DMV Comments: *The contract for Ticket Processing and Ticket Collections as provided by Lockheed Martin IMS, was awarded to Lockheed in November 1999. However, the Office of the Chief Procurement Officer has sent a letter to Lockheed Martin IMS requesting that information be provided to perform a cost-benefit analysis. We anticipate a response and subsequent action from OCP in the near future.*

b. That final approval of a new contract not be given until an independent performance assessment has been made and reviewed by all concerned parties.

Agree_____ Disagree_____

DMV Comments: *As stated previously, the contract has been awarded, but it is the intention of DC DMV, pending funding, that an independent performance assessment contract be awarded and conducted. We will also be asking that this independent contract include ongoing assessments and contract monitoring.*

c. That limitations be placed on the length of any new contract to ensure the District's ability to make adjustments and course corrections as necessary.

Agree_____ X_____ Disagree_____

DMV Comments: *We will ensure that DC DMV is more involved in all future development and negotiations of its contracts.*

d. That specific DMV managers be tasked with and held accountable for oversight and monitoring responsibilities of all aspects of contractor operations and contracts between the selected contractor and DMV.

Agree_____ X_____ Disagree_____

DMV Comments: *DC DMV has requested and will request in FY 2001 the funding for an Internal Audit Unit whose primary*

responsibility will be to oversee all DMV contracts. This oversight will be in conjunction with an independent contract assessment.

e. That all DMV managers whose responsibilities are affected by computer systems operations be directed to familiarize themselves with the contractor's role and performance.

Agree _____ X _____ Disagree _____

DMV Comments: *All managers and supervisors who have direct contact or interest in the new system will be given a briefing paper that details the parameters and scope of the new contract. In addition, as the enhancements and new software upgrades as introduced, we will provide training and supporting documentation for all staff.*

3. Employees cited a number of problems concerning ticket handling and operations that they deemed significant.

- *No access to MPD name lists.* The Metropolitan Police Department (MPD) asserts that it is not able to give DMV lists of current officers and their badge and telephone numbers, and court date availability for hearings. This information is needed to schedule hearings and not having it complicates this process. MPD officers' attendance at hearings is critical to the adjudication process of moving violations. MPD district offices say they do not have time to provide these lists.
- *Pre-processed tickets left incomplete.* When drivers come in to pay tickets, these tickets are given a "pre-processing" status until they are matched with the copy of the ticket sent in by the ticketing police officer or other ticket writer. Employees stated that many of those tickets, however, are not turned in by MPD officers and others to be input into the system. If a ticket is contested and the ticket writer's copy has not been entered into the system, the ticket will be dismissed at the hearing and money is lost to the city. In addition, those ticketed for moving violations will not accrue points.
- *Numbers on blank tickets not in computer system.* The numbers on unwritten tickets are not in the computer system and thus are difficult to

account for. This provides an opportunity for tickets to be misused by ticket writers.

- *Ticket payments not being credited.* Tickets paid at the H Street office drop box do not show up in the system used by the cashiers at 65 K Street. The contractor collects the contents of the box and is supposed to credit customers in the computer system. Customers complain their payments are not being credited.
- *Ticket amounts double over the weekend.* The configuration of the computer system doubles ticket fines during weekend days even though fines cannot be paid and credited during the weekend. Clerks have to find a supervisor to make a change in the computer when customers are erroneously charged.
- *Printouts for customers time-consuming.* Clerks have to print out ticket information for customers upon request, which can take an inordinate amount of time. It has been suggested that a stand-alone terminal and printer be installed that would allow customers to print out the information themselves.
- *Only four tickets can be paid in one transaction.* A new ticket payment procedure allows customers to pay up to four tickets at the cashier's window, but customer service clerks ask why only four?

Recommendation:

That the Adjudication Services Administrator assign one or more senior employees to study these problems, recommend solutions in a written report, and take approved action within a specified time period such as 30 or 60 days.

Agree _____ X _____ Disagree _____

DMV Comments: *A task force has been created to study the issues raised and develop a plan for improvement and ongoing assessment. A report from the group will be forthcoming within 60 days.*

4. Questions were raised about management decisions on awarding permanent or temporary status to hearing examiners. Pay levels also questioned.

Both past and current employees stated that management decisions to give permanent employment status to hearing examiners hired as temporary employees appears arbitrary. Management has not articulated in either oral or written policies what the requirements are and what the decision making process is. Employees also noted that because of the significance of their responsibilities (i.e., their duties include those normally associated with lawyers, judges, juries, and prosecutors), hearing examiners should be paid at the DS-13 level.

Recommendation:

That D/DMV establish detailed hiring policies and procedures that govern and explain the overall hiring process for permanent and temporary employees. The procedures should also cover the grade level(s) of hearing examiners.

Agree_____ **X** _____ Disagree_____

DMV Comments: *An independent Task Force will be convened to study the current employment status of the existing examiners. Determinations will be made as to status based on performance and availability of funds. As to the grade structure, the DC DMV is currently finalizing its organizational realignment. This complete reorganization will address issues of pay and grade levels, provide for position descriptions for all staff, and are the basis for a new performance evaluation system.*

5. The work environment at 65 K Street, N.E. is extremely poor and there are serious deficiencies in office supplies, equipment, furniture, and staffing.

A number of employees interviewed at 65 K Street seemed particularly unhappy and demoralized about their working conditions. The team received complaints about and observed first-hand the lack of supplies and office

equipment, and the poor condition of the building at 65 K Street. Earlier in the year, toilets overflowed from an upper floor into the occupied basement level and there was a temporary evacuation of the affected space. DMV has announced plans to move this facility into new space in the Hechinger Mall area.

Some employees and supervisors stated that there were shortages of such basic items such as pencils and pens just a few months ago. The team was told that there are only two copiers in the building available to workers, and one of those was purchased in 1978 and is inoperable. The single fax machine was described as antiquated, and computers as extremely outdated. Employees do not have access to email. One employee asked for a word processor or even a “working typewriter.” A former employee stated that until October 1998, hearing rooms were equipped with rotary telephones.

Much of the furniture being used by employees in their offices and particularly at the service windows is old, dilapidated and uncomfortable. The counters behind the service windows are too low for employees to sit behind comfortably on the stools available, and some employees must sit at an awkward angle in order to face customers. The team observed a frequently used door leading to the area behind the service windows being extremely difficult for some employees to open.

Window clerks stated that there are never enough employees on duty to meet the needs of as many as 300 customers a day. At least six are required but the office is never fully staffed. Employees have to be drawn from other areas to fill in and “everybody is unhappy.”

Recommendations:

a. That the Adjudication Services Administrator and D/DMV move expeditiously to improve the physical work environment at 65 K Street. Better office equipment, supplies and furniture are transportable and such improvements need not wait until planned moves take place.

Agree X Disagree

DMV Comments: *The operations at 65 K Street are not planned for any movement within the next 18 months. As a result, funding requests have been made to enable the agency to make some basic upgrades to the facility. As a leased property, there are no provisions in our lease for upgrades, including painting and carpeting on a maintenance basis. We will need to pay for all improvements, and we have asked for cost estimates. We recognize the deplorable conditions for staff and the public, and are hopeful for the necessary funds.*

b. That the Adjudication Services Administrator ensure that all maintenance and upkeep for which the landlord is responsible under DMV's lease, including interior painting, has been done or will be done, regardless of any planned moves out of the building.

Agree_____ X _____ Disagree_____

DMV Comments: *There is no maintenance and upkeep for which the landlord is contractually liable. We are working with the landlord, and we have been able to get some concessions. However, any real changes will need to be funded by DC DMV.*

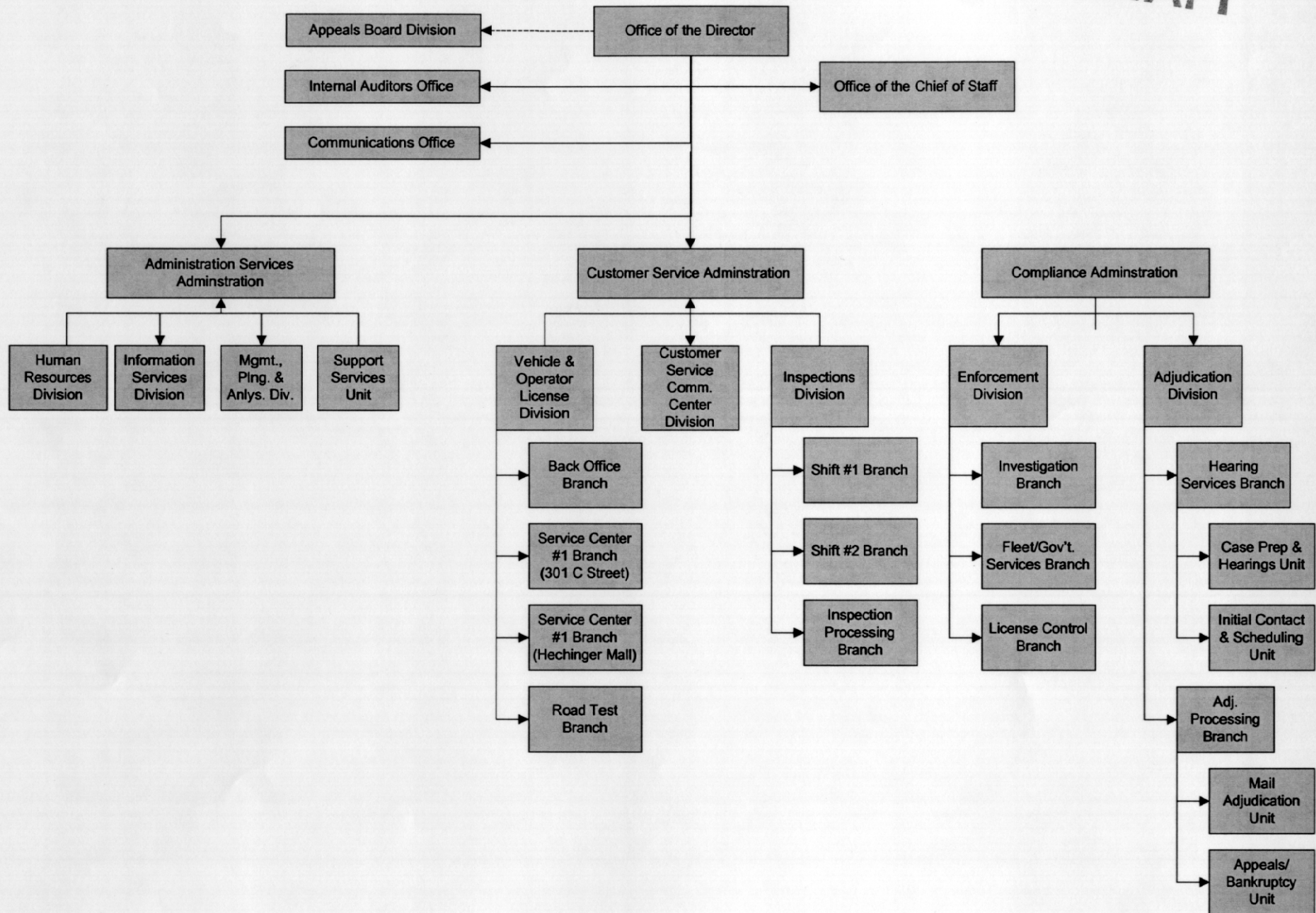
c. That the Adjudication Services Administrator review staffing requirements and develop a plan that will ensure a sufficient number of clerks are on duty each day.

Agree_____ X _____ Disagree_____

DMV Comments: *The agency realignment plan addresses the issue of staffing and reorganization of functions for the Adjudication Services area (see reorganization chart).* [see next page]

DC DMV Proposed Organizational Chart
February 1, 2000

DRAFT



INFORMATION TECHNOLOGY SYSTEMS ADMINISTRATION

1. **The Information Technology Systems Administration (ITSA) does not have sufficient staff to provide technical support and protect the department's information technology (IT) interests. The ITSA still relies on DPW to provide many functions, further compromising its effectiveness.**

The Information Technology Systems Administration (ITSA) is responsible for providing day-to-day user support of information systems, planning, developing, implementing, and administering DMV computer systems, providing technical input to DMV administrators on IT matters, and ensuring that DMV adheres to District technology policies and national standards.

The ITSA has a staff of only four DMV technical employees, including the ITSA administrator. Because of its small staff, the ITSA relies far too much on contractors to carry out its functions. The ITSA's effectiveness is further compromised by systemic DMV communication difficulties (i.e., user problems that impact customer service are often relayed orally or not at all), its reliance on Department of Public Works (DPW) hardware to provide many basic functions (e.g., DPW servers and routers are used for e-mail so ITSA staff is not able to go in and fix problems, but must relay them to IT staff at DPW), and insufficient updating of its employee's technical skills. For example, a former Novell administrator is essentially being used as a hardware technician because he has not been trained to support Windows NT. Other DMV employees are learning Windows NT through "knowledge transfer" (i.e., on the job training) with contractors instead of receiving formal training.

The ITSA has the departmental mission to oversee *all* DMV computer operations but its primary focus is the Motor Vehicle Information System (MVIS). ITSA should be heavily involved in developing requirements and providing technical oversight of contracts between DMV offices and vendors, but this has not always occurred. Major contracts like the Ticket Information Management System (TIMS) appear to have little or no

technical oversight by a DMV employee and have been completely in the hands of the contractor. The DMV Quality Program Officer has stated that he has no technical background.

A number of the negative findings regarding efficiency and customer service in this report are related to computer system problems. The team found the administrator to be knowledgeable and articulate about DMV computer operations overall, and he noted several new systems recently implemented and upgrades in progress. He was less knowledgeable, however, about some specific complaints from users and some observations made by the inspection team such as problems in accessing the Problem Driver Pointing System. The administrator stated that he is not always kept fully informed when users have problems, and there was some verification of this by the team. Some supervisors and managers told the team that they had not reported system problems, or had made oral rather than written reports. Oral reports obviously might go unheeded by a single administrator in the crush of a day's priorities. Even if the administrator were aware of every problem, it is not clear how he would solve them with such staffing limitations.

Recommendation:

That D/DMV hire and maintain a staff of knowledgeable, well-trained technical employees to provide necessary oversight of contracts and contracting staff. Training opportunities that enhance DMV's interests should be provided for the IT staff. Although it is acceptable to rely on contractors to provide the day-to-day support of DMV systems, knowledgeable government employees should be used for IT contracting and acquisition.

Agree X Disagree

DMV Comments: *The DC DMV reorganization plan calls for the increase of the Information Services Division from its current staff of four, to a staff of nine. Since all staffing increases rely on funding, we have supplemented our existing staff with contractors who have been very important in the stabilization of our systems. Based on the existing funding structure, it has been more efficient to use contractors with*

renewable contracts. We anticipate that our budget requests for FY 2001 will allow for this increase and will allow for continued contractor support as we move toward MVIS.

2. MVIS sometimes erases transaction stop codes on individuals who have submitted dishonored checks.

The Enforcement Unit supervisor stated that MVIS frequently fails and when service is restored, stop transaction codes previously entered on individuals who have submitted dishonored checks are no longer in the system. If present, these codes would deny DMV services to those individuals until their checks are paid.

Recommendation:

That the Information Technology Manager installs an automatic save feature in the MVIS to prevent loss of such data.

Agree X Disagree

DMV Comments: *Installation of the software is complete.*

3. Computer system deficiencies force supervisors to manually count transactions performed on the MVIS.

One of the recurring tasks for permit issuance line supervisors at both the C Street and H Street facilities is to perform a daily transaction count and create daily reports of this information. This daily “tally report” contains an accounting of the number of transactions of each type (i.e. new, duplicates, renewals, etc.) performed for the day. Since information regarding the number and type of transactions performed on the MVIS system forms an integral part of these reports, a short computer subroutine to perform these counts for each machine or for each user would simplify accounting and increase the agency’s ability to detect fraudulent activity by employees.

Recommendation:

That the Information Technology staff develops a software program that counts the number of MVIS transactions performed by type and provides daily reports of this information.

Agree _____ X _____ Disagree _____

DMV Comments: *While the existing MVIS system does not have this capability, the new system specifications will include this valuable management tool. However, for the present, our Q-matic system allows us to count transactions and transaction types by category and for each person.*

4. The issuance of temporary license plates to automobile dealerships should be automated.

The team noted a number of manual records, particularly index cards being used to record the issuance of temporary license plates to automobile dealers. Registered automobile dealerships are issued temporary license plates in packages of ten. The plate numbers are recorded manually on index cards. Before getting another set of temporary plates, automobile dealers are required to submit the titling paperwork for all temporary plates issued. A DMV employee then verifies the information contained on the index card and records any outstanding plate numbers.

There is no database within MVIS that can be queried to determine which temporary plates have been issued to a particular dealer or if the dealer has any plates outstanding. Manual records are being kept, in part, because of outdated computer equipment and software. This dependence on manual processes slows customer service and increases the likelihood of human error.

Recommendation:

That the Customer Services Administrator in conjunction with the Information Technology Manager develops upgrades for MVIS that will allow automated issuance of temporary license plates.

Agree_____ **X** _____ Disagree_____

DMV Comments: *There is currently a system in place, but due to resource constraints, it is not being utilized. We will activate the existing system, upgrade it for collection and tracking of additional information. We have requested additional staffing in FY 2001 to address resource issues.*

5. Accountability for inspection stickers should be automated.

In addition to the monthly audit of re-inspection stations, the Enforcement Unit issues inspection stickers to re-inspection station personnel. At the end of each month personnel from the re-inspection stations present unused inspection stickers in exchange for new stickers for the next month. Inspection stickers issued to the stations are maintained and recorded manually. MVIS cannot provide the number of stickers issued, identify which station received the stickers or the number of unused stickers that are returned to Enforcement.

Recommendation:

That the Customer Services Administrator coordinate with the Information Technology Administrator in developing upgrades for MVIS that will allow for the automation of inspection sticker accountability and issuance procedures for re-inspection stations.

Agree_____ **X** _____ Disagree_____

DMV Comments: *DC DMV will be meeting with reinspection station staff to discuss their abilities to move to the online system. This will aide us in the prevention of fraud and will assist in our enforcement efforts.*

6. **The Ticket Information Management System (TIMS) is not integrated with MVIS.**

Customers are required to pay all outstanding traffic and parking tickets before they can register a vehicle or renew a registration. Clerks check for outstanding tickets using TIMS. However, TIMS is not integrated with MVIS, and clerks have to leave the customer window to go to one of two terminals available to check TIMS for outstanding tickets. This lengthens customer transaction time.

Recommendation:

That the Customer Services Administrator coordinate with the Information Technology Administrator and contract representatives to develop a toggle feature to display both TIMS and MVIS screens on existing computers or install a TIMS computer in each vehicle registration window. The possibility of using laptops should be explored if space is limited.

Agree X Disagree

DMV Comments: *We are currently working with our TIMS vendor, Lockheed Martin IMS to have the MVIS and TIMS systems on the same desktop. We are also working to improve response times for the other systems as they are toggled back and forth on our systems. Upgrades in our existing system should assist us in this effort, and the new system will be integrated.*

7. **One of the computers used to access TIMS is constantly inoperable.**

One of the TIMS computers is located at customer service window number seven and the other is in the mail-in vehicle registration renewal area in another area of the office. Many times during the team's observation, the computer at window seven was not operable and the vehicle registration clerk had to go to the mail-in renewal area to do ticket checks. This lengthens customer transaction time.

Recommendation:

That the Customer Services Administrator repair or replace the current TIMS computer or develop a toggle feature to display both TIMS and MVIS screens on the existing computers.

Agree X Disagree _____

DMV Comments: *Lockheed has now replaced the computer in the Vehicle Registration area.*

8. A broken computer forces the Brentwood supervisor to print road test appointments by hand.

After passing the written portion of the learner's permit test, customers are given instructions on how to telephone the DMV Call Center and make an appointment for a road test. The Call Center is located at 65 K Street. Normally, a computer program generates appointment dates and times which Call Center employees then assign to customers. This computer program has been inoperable since August 1999. Therefore, the appointment calendar is being generated by the following process: (1) The Brentwood facility manager hand writes blocks of appointment times on computer paper; (2) he sends this sheet with dates and 10-minute time slots to the Call Center; (3) a Call Center employee fills in the customer names for each appointment time; (4) the completed appointment calendar is sent back to the Brentwood facility.

Recommendations:

a. That the software program that generates appointment dates and times be repaired or an alternative calendar program be installed immediately.

Agree X Disagree _____

DMV Comments: *A scheduling system is being developed to address the need to have the road tests scheduled via computer. It will be a shared database that will be used between the Call Center and*

Brentwood. The anticipated delivery date is March 2000 from the test equipment vendor.

b. That Call Center employees generate the blank appointment sheet and fill it in at the Call Center until the software program is repaired. There is no need for the Brentwood supervisor to create blank appointment sheets by hand. An appropriately formatted template appointment sheet could be computer-generated with 10-minute appointment slots. The Call Center supervisor could check with the Brentwood supervisor to determine how many examiners will be available for the day, complete the appointment sheet and send it to the Brentwood facility until the program is fixed.

Agree_____ **X**_____ Disagree_____

Comments_____

SECURITY OF DMV FACILITIES AND PERSONNEL

The security of DMV facilities and personnel is insufficient.

Comments by employees and direct observation by the inspection team show a need for increased security at all DMV facilities inspected. This issue was the subject of a Management Alert Report sent to D/DMV on October 27, 1999 (Appendix 2). OIG has not received a response to that report, the contents of which are repeated here.

- **301 C Street.** There is no security presence in the customer service areas. Employees recounted instances of being confronted by irate customers in a verbally abusive and/or physically threatening manner. Employees state that when customers with clearly false documents have been detected attempting to fraudulently obtain permits, they were able to exit quickly without apprehension since there is no security presence.
- **65 K Street.** Although usually there are off-duty police officers present in the building for ticket hearings, there is no dedicated security presence in the customer service areas. We have observed lax security and an unprofessional demeanor on the part of security personnel at the entrance to the building. The contents of bags brought into the building are sometimes given only a cursory check. Guards frequently are distracted while engaging in private conversations and do not appear to be consistently focused on who is entering and leaving the building and what they are carrying.

Security is also an issue in the Customer Service areas at 65 K Street. A hearing examiner recounted an incident during a hearing in which a customer who received an adverse decision knocked over a chair that hit another customer (there are as many as 10 customers sitting in a hearing room awaiting their turns). The customer then began cursing and screaming at the examiner and refused to leave the room. The examiner stated that there is an emergency switch behind each examiner's desk that activates a flashing light outside of the hearing room, but there is no security presence available to respond to the light. In addition, the

hearings are open to the public, so one does not have to have business to transact with DMV in order to enter a hearing room at any time. The examiner suggests a roving security officer who would periodically check on the security situation in each room while hearings are in progress.

- **616 H Street.** A supervisor at H Street stated that the private security guards there are neither respected nor obeyed by some irate or hostile customers. The supervisor believes that Metropolitan Police Department (MPD) officers either on or off duty and in uniform would significantly enhance the security posture of the office. Also at H Street, security guards are used for non-security tasks such as briefing customers on DMV procedures because of personnel shortages. Obviously, this detracts from their security responsibilities.

Recommendations:

a. That D/DMV appoint a task force of senior managers to develop and present to her within 30 days of their appointment a comprehensive security plan for employees and customers at each DMV facility. Consideration should be given to requesting on or off-duty MPD officers in uniform, particularly in areas such as 301 C Street where violations of criminal law by customers presenting false documents have been documented by supervisors. "Best Practices" regarding security procedures at DMV offices in other states should be reviewed.

Agree_____ X _____ Disagree_____

DMV Comments: *All requests for security enhancements must be funded through the agency. The task force will develop a plan and determine the costs. The plan will be implemented pending funding.*

b. That the performance and professionalism of current security personnel at all DMV locations be assessed and improved immediately, and monitored continuously thereafter by the DMV officials responsible. DMV officials must ensure that security officers carry out their duties in a manner that will deter incidents, and that they can respond appropriately should there be a security breach.

Agree_____ X _____ Disagree_____

DMV Comments: *Working with the Office of Property Management, DC DMV will work on a plan for improving security at all facilities. We have submitted requests for a security assessment to OPM, and await their response. We also have requests for changes in duties and hours of operation for which we are awaiting costs in order to implement.*

INSPECTION REPORT APPROVED:

Charles C. Maddox, Esq.
Inspector General

Date: _____